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ABSTRACT

A study was done of which school districts and schools serve students in Chapter 1 programs. Using data from the 1987-88 Schools and Staffing Survey, the analysis found the following: (1) over 90 percent of all public school districts provide Chapter 1 services, including 85 percent of the school districts in which no more than 1 in 10 students is eligible for free or reduced price lunch; (2) virtually all of the very needy districts receive Chapter 1 funds; (3) the least poor districts account for 19 percent of all of the public school districts that receive Chapter 1 funds; (4) nationwide, 60 percent of public schools and 20 percent of non-public schools enroll students who were served in Chapter 1 programs; (5) of the non-public schools, Roman Catholic schools were the most likely to enroll students served by Chapter 1; (6) among the public schools, elementary schools were most likely to provide Chapter 1 services; and (7) a large proportion of non-needy schools provide Chapter 1 (45 percent of the least needy elementary schools are Chapter 1 schools). Included are 13 tables; 7 bar graphs; an appendix containing additional data, unweighted numbers, and standard errors in 18 tables; and 4 references. (JB)

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The Distribution of Chapter 1 Services: Which School Districts and Schools Serve Students in Chapter 1?

Chapter 1 Data from the Schools and Staffing Survey

U. S. Department of Education
Office of Educational Research and Improvement
Office of Research

Judith I. Anderson

Paper Presented at the Annual Meeting of the
American Educational Research Association

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DISCLAIMER

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Summary

This report provides information on which school districts and schools serve students in Chapter 1 of Title I of the Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, the largest Federal elementary and secondary education program in the nation. Chapter 1 provides funds to school districts:

> "In recognition of ... the special educational needs of children of low-income families and the impact of concentrations of low-income families on the ability of local educational agencies to provide educational programs which meet such needs ..."

Despite the emphasis in the law on the effects of *concentrations* of poor children, the law and regulations allow Chapter 1 grants to nearly all school districts, and nearly three-quarters of the nation's elementary schools, not just those schools which have high concentrations of poor children, provide Chapter 1 services.

Districts

Based on data from the 1987-88 school year data collection of the *Schools and Staffing Survey*, we found that:

- Over 90 percent of all public school districts provide Chapter 1 services, including 85 percent of the school districts in which no more than 1 in 10 students is eligible for free or reduced price lunch. (Nationwide, approximately 30 percent of all public school children are eligible for free or reduced price lunch.)
- Virtually all of the very needy districts—those in which more than half of the students qualified for free or reduced price lunch—receive Chapter 1 funds, and while these districts account for only 15 percent of all Chapter 1 districts, they serve about 37 percent of the public school Chapter 1 students.
- The least poor districts—those in which no more than 1 in 10 students is eligible for special lunch—account for 19 percent of all of the public school districts which receive Chapter 1 funds, and serve approximately 8 percent of the public school Chapter 1 students.

Schools

A majority of public schools, but only about 20 percent of the non-public schools, enroll students served by the Chapter 1 program:

- Nationwide, about 60 percent of public schools and
- 20 percent of non-public schools enrolled students who were served in Chapter 1 programs.

Of the non-public schools, Roman Catholic schools were the most likely to enroll students served by Chapter 1 (42 percent of the schools), followed by secular non-public schools (13 percent) and other religious schools (6 percent).

Among the public schools, elementary schools were most likely to provide services:

- 71 percent of elementary schools,
- 49 percent of middle and junior high schools, and
- 30 percent of secondary schools served Chapter 1 students.

While high poverty schools within each category were more likely to provide Chapter 1 services than were low poverty schools, never-the-less, a large proportion of non-needy schools provide Chapter 1: 45 percent of the least needy elementary schools are Chapter 1 schools; and the corresponding figures for middle/junior high schools and for senior high schools are 31 percent and 25 percent.

I did investigate the extent to which the schools which did not have Chapter 1 were located in the poorest school districts. Most of the unserved schools were schools with relatively low poverty rates in districts with relatively low poverty rates: 29 percent were schools with 10 percent or less of their students eligible for free or reduced price lunch which were located in districts where 25 percent or less of the students were eligible for special lunch. Only 5 percent of the unserved schools were high poverty schools in high poverty districts.

Background

Chapter 1 of Title I of the Augustus F. Hawkins–Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988 (which amended the Elementary and Secondary Education Act of 1965) provides financial assistance to:

> "improve the educational opportunities of educationally deprived children by helping such children succeed in the regular program of the local educational agency, attain grade-level proficiency, and improve achievement in basic and more advanced skills."

Part A of Chapter 1 provides funds for programs operated by local educational agencies (LEAs). The local educational agencies are primarily school districts, and are referred to in this document as such, rather than by the more awkward term "local educational agency". The rationale for providing these funds to school districts is given in Section 1001 of the law:

> "In recognition of ... the special educational needs of children of low-income families and the impact of concentrations of low-income families on the ability of local educational agencies to provide educational programs which meet such needs ... Congress declares it to be the policy of the United States to ... provide financial assistance to State and local educational agencies to meet the special needs of such educationally deprived children at the preschool, elementary, and secondary level."

The law provides for two types of grants to school districts:

- ❑ Basic grants, which are distributed primarily based on counts of children aged 5 to 17 who live in families with incomes below the poverty level, adjusted by State per-pupil expenditure data (Section 1005 of Public Law 100-297); and
- ❑ Concentration grants, which provide additional funding to school districts "in counties with especially high concentrations of children from low-income families" (Section 1006 of Public Law 100-297)

The procedures by which funds are distributed to States, and in turn to school districts and to schools, are quite complex. A brief overview of the basic procedures, however, is provided below. While this overview provides general information about funds distribution, it does not provide for all exceptions, special cases, and so forth. Readers who want a complete understanding of the procedures should consult Public Law 100-297, the final regulations for Chapter 1 programs in local educational agencies (*Federal Register*, May 19, 1989), and the *Chapter 1 Policy Manual* (U. S. Department of Education, 1990).

Distribution of Chapter 1 Funds

Chapter 1 is a State-administered program. The Federal government makes grants to the States, which in turn make grants to the school districts and other providers. The Federal government does not give grants directly to the school districts and others who run the programs. Chapter 1 funds are

distributed to States and in turn to districts based on specific rules and regulations, and separate procedures are used to determine the amounts of the basic and concentration grants.

Basic Grants

Basic grant funds are distributed annually by the Federal government based on county level counts of the number of poor children within each State and State per-pupil expenditure data. One percent of the basic grant funds is reserved for the Secretary of the Interior, Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Republic of Palau. The remaining 99 percent is distributed to the 50 States plus the District of Columbia and Puerto Rico.

The States, in turn, distribute the funds allocated to them to their school districts based on counts of the numbers of low-income students in the districts. Any school district in a county which has at least 10 poor children is eligible to receive a grant, but the State is not required to allocate funds to any district with fewer than 10 eligible children.

Concentration Grants

Concentration grants were designed to provide additional funding to school districts with especially high concentrations of children from low-income families. The Federal government distributes these supplemental funds to States through county allocations; a county is eligible if: (a) it has at least 6,500 children aged 5 to 17 living in families below the poverty line, or (b) at least 15 percent of its children aged 5 to 17 meet this criteria. The Department of Education estimates that approximately 1,900 of the 3,100 counties in the nation—or nearly two-thirds of all counties—are eligible for concentration grants (*Policy Manual*, page 8.)

In general, school districts may receive concentration grants if they are located within counties which are eligible for such grants. Once a school district receives concentration grant funds, it uses the concentration grant funds to carry out the same programs that it carries out with its basic grant: it does not run separate programs with the concentration grant funds and is not required to account for these funds separately.

Identification of Eligible Schools

Each school district which receives a Chapter 1 grant must identify eligible school attendance areas using specific criteria established by the Federal government. Each district must conduct an annual ranking of all of its school attendance areas based on counts of poor children in order to determine which areas have the greatest need. Attendance areas are the residential areas associated with each school; in general, students living within a school's attendance areas are assigned to, and attend, that school, although there are exceptions. Districts are required to use the best available counts of poor children. Typically counts are made of the number of children eligible for free or reduced price lunch programs or the number of children from families receiving Aid to Families with Dependent Children.

According to the *Chapter 1 Policy Manual* (1990):

> "An attendance area has a high concentration of children from low-income families if (1) the percentage of low-income children in the attendance area is at least as high as the percentage of low-income children in the entire LEA, or (2) the number of low-income children is at least equal to the average number of low-income children per attendance area in the entire LEA."

Eligible children who attend private schools are entitled to receive Chapter 1 services; these services are provided by the school districts and not by the private schools themselves.

Services

Once districts have identified the attendance areas to be served, they must determine what services will be provided, including the instructional areas and the grade levels to be served. The most commonly provided Chapter 1 services are reading and mathematics instruction: approximately 71 percent of Chapter 1 students receive instruction in reading, and 44 percent receive instruction in mathematics (Sinclair and Gutmann, 1990). Other areas in which Chapter 1 services are provided include language arts; attendance, social work, and guidance services; health and nutrition; and transportation. The schools select students to be served by specific criteria related to the service; i.e., students are selected for reading programs based on one or more measures of their reading ability, not on their poverty status. Because not all poor children are educationally needy, and because many non-poor children are, the students who are served by Chapter 1 are not necessarily the high poverty children who generated the funds.

Data Source: The Schools and Staffing Survey

The *Schools and Staffing Survey* (SASS) is an integrated survey of public and private schools, school districts, school principals, and teachers sponsored by the National Center for Education Statistics (NCES) of the U. S. Department of Education. The base year SASS survey, which was conducted in the 1987-88 school year, provided the data for this report. The survey included 52,000 teachers in 9,300 public schools and 13,000 teachers in 3,500 private schools in all 50 states plus the District of Columbia. The school district sample included 5,600 school districts associated with the 9,300 public schools in the sample. Response rates ranged from 86.5 percent to 94.2 percent for public schools and from 76.9 percent to 81.2 percent for private schools.

While the SASS survey was not designed specifically to address questions about the Chapter 1 program, respondents were asked whether or not students in their schools were served by Chapter 1 programs. The SASS *Teacher Demand and Shortage Questionnaire for Public School Districts* (LEAs) provides information about the number of students receiving Chapter 1 assistance, the number of students eligible for free or reduced price lunch programs, and the total number of students in each district. I used this information to determine the number and percent of districts with Chapter 1 programs by size of the district and by poverty level of the district, using the percent of all children in each district who were eligible for free or reduced price lunch as the poverty indicator.

The *Public School Questionnaire* and the *Private School Questionnaire* asks respondents to provide counts of the numbers of students served in Chapter 1 programs, the number served in remedial reading (organized compensatory, diagnostic, and remedial activities designed to correct and prevent difficulties in the development of reading skills), and the number served in remedial

mathematics (organized compensatory, diagnostic, and remedial activities designed to correct and prevent difficulties in the development of mathematics skills). In addition, the form asked respondents to indicate the total number of students enrolled in the school and the number eligible for free or reduced price lunch. I used the free or reduced price lunch data and total number of students to create a poverty index for each school (as with districts, I divided the number of students eligible for free or reduced price lunch by the total number of students to obtain the poverty index.) The Chapter 1, remedial reading, and remedial mathematics counts were used to create three categories for analysis of the schools: Chapter 1, Other Remedial, and No Chapter 1 or Other Remedial, as follows:

- *Chapter 1*: All schools which indicated that they enrolled any students who received Chapter 1 services.
- *Other Remedial*: All schools which reported that they did not enroll students who were served by Chapter 1 programs, but who did report serving students in either remedial reading or mathematics programs.
- *No Chapter 1 or Other Remedial*: All schools which reported that they did not enroll any students who were served by Chapter 1 and who did not report serving students in other remedial reading and mathematics programs.

I recognize that because Chapter 1 programs may provide services in areas other than reading and mathematics, I may have failed to include in the other remedial category a number of schools which provide services equivalent to Chapter 1 services. However, given that reading and mathematics are the most commonly provided Chapter 1 services, I felt that this was a reasonable approximation, although readers should interpret the data with caution.

Sampling Variation

All of the figures in this report are based on samples of districts or of schools. If a different sample had been used to calculate the figures, the estimates might be higher or lower. In most cases, the percentage estimates will vary by plus or minus 4 percentage points or less. In some cases, however, there is greater variability. This is particularly true for private school estimates and estimates for high poverty middle/junior high schools and senior high schools. I have noted in the text whenever there is a large amount of variability (that is, whenever the standard error exceeds 2 percentage points).

Which School Districts Receive Chapter 1?

While the Chapter 1 law recognizes the impact of *concentrations* of low-income families on school districts, it allows Chapter 1 grants to go to districts which do not have particularly high concentrations of poor children. Nearly all districts—over 90 percent—serve students in Chapter 1 programs (Table 1).

Large districts are most likely to serve students in Chapter 1:

- ❑ All districts with 50,000 or more students have Chapter 1, as do
- ❑ 99 percent of districts with 2,500 to 49,999 students;
- ❑ 97 percent of districts with 1,000 to 2,499 students;
- ❑ 95 percent of districts with 300 to 999 students; and
- ❑ 83 percent of districts with under 300 students.

Given that counties with fewer than 10 poor children are not eligible for grants, and that States are not required to allocate funds to school districts with fewer than 10 poor children, it is not surprising that 17 percent of very small districts do not have Chapter 1 programs. Many of them may have too few students to be eligible, or too few students to provide a program.

The fact that Chapter 1 funds are not reserved for needy school districts—that is, for those with higher than average concentrations of poor children—is made clearer when we look at the percent of school districts serving students in Chapter 1 by the percent of students in the district who are eligible for free or reduced price lunch (Table 2). As expected, virtually all of the districts where half or more of the students are eligible for free or reduced price lunch serve students in Chapter 1. These are districts which virtually anyone would recognize as needy, and it is at first glance surprising that there are any districts in this category which do not receive Chapter 1.

What readers unfamiliar with the Chapter 1 program may find less understandable is that most of the *least* poor districts—those in which no more than 1 in 10 students is eligible for free or reduced price lunch—also receive Chapter 1 funds. Nationwide, 85 percent of the least poor districts receive Chapter 1. Approximately 19 percent of all districts with Chapter 1 programs have no more than 1 in 10 students eligible for free or reduced price lunch (Table 3); these districts served approximately 8 percent of the public school Chapter 1 students in 1987-88 (Table 4).

Table 4 makes it clear, however, that most Chapter 1 students are located in very needy districts: 73 percent of them are located in districts where at least half of the students qualify for free or reduced price lunch. Furthermore, approximately 7 percent of Chapter 1 students are located in districts in which *over 75 percent* of all students in the district are eligible for subsidized lunch programs and nearly one-third are located in the next neediest group of districts—those in which between 51 and 75 percent of students are eligible for subsidized lunch.

Table 1
Number and Percent of School Districts Serving Students in Chapter 1 Programs, by Student Enrollment in the District

Number of Students Enrolled in the District	Percent of Districts with Chapter 1	Total Number of Districts
50,000 & Over	100%	65
10,000 - 49,999	99%	574
2,500 - 9,999	99%	2,912
1,000 - 2,499	97%	3,766
300 - 999	95%	4,188
1 - 299	83%	3,672
Total	93%	15,178

NOTES: (1) The figures in this table are weighted population estimates based on a sample of districts. The details do not always add to the totals because of rounding. (2) The standard error for the percent of districts with 1-299 students which have Chapter 1 is 2.2. (3) Enrollment information was missing for an estimated 66 districts. These districts are not included in the totals. (4) Six districts had 0 enrollment and did not report serving Chapter 1 students.

Table 2
Number and Percent of School Districts With Chapter 1 Programs by Percent of Students in the District Eligible for Free or Reduced Price Lunch

Percent of Students Eligible for Free/Reduced Price Lunch	Percent of Districts with Chapter 1	Total Number of Districts
Over 75%	100%	767
51 - 75%	99%	1,361
26 - 50%	96%	4,960
11 - 25%	94%	4,827
10% or less	85%	3,222

NOTES: (1) Free/reduced price lunch information was not available for an estimated 107 districts. These districts are not included in the totals. (2) The figures in this table are weighted population estimates based on a sample of districts. The details do not always add to the totals because of rounding.

Figure 1
Percent of School Districts with Chapter 1, by District Size

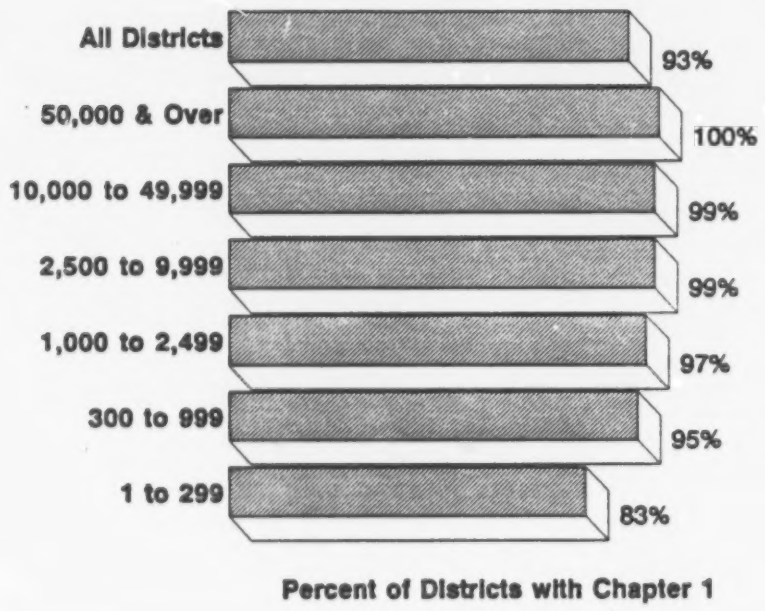


Figure 2
Percent of Districts with Chapter 1, by District Poverty Level

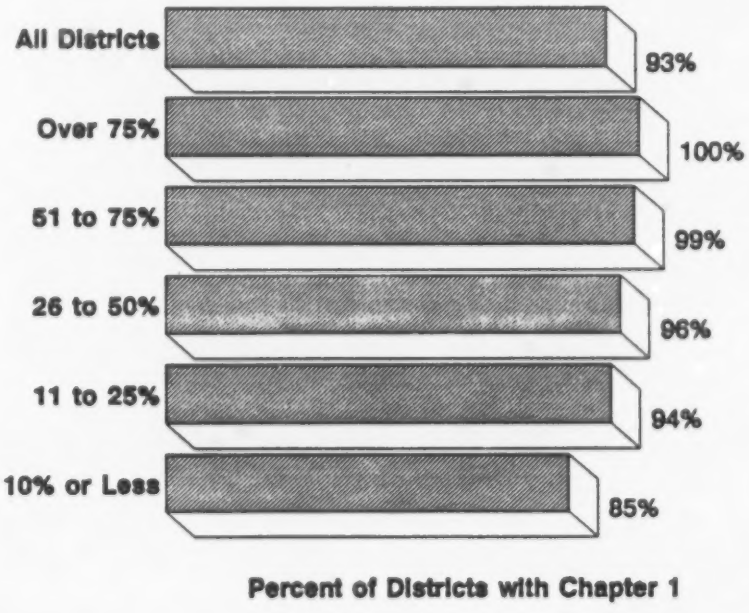


Table 3
Distribution of School Districts Serving Chapter 1 Students by Percent of Students in the District Eligible for Free or Reduced Price Lunch

Poverty Index	Number of Districts	Percent of Districts	Cumulative Percent
Over 75%	765	5%	5%
51 - 75%	1,343	9%	14%
26 - 50%	4,767	34%	48%
11 - 25%	4,544	32%	80%
10% or less	2,726	19%	99%
Total	14,145		

NOTES: (1) The poverty index is the percent of students eligible for free or reduced price lunch. School lunch data were not available for an estimated 45 Chapter 1 districts. (2) The figures in this table are weighted population estimates based on a sample of districts. The details do not always add to the totals because of rounding.

Table 4
Number of Chapter 1 Students in Districts with Varying Percentages of Students Eligible for Free or Reduced Price Lunch

Poverty Index	Chapter 1 Students		Cumulative Percent
	Number	Percent	
Over 75%	347,139	7%	7%
51 - 75%	1,488,712	30%	37%
26 - 50%	1,764,666	36%	73%
11 - 25%	938,186	19%	92%
10% or less	392,104	8%	100%
Total	4,930,806		

NOTE: An estimated additional 23,613 Chapter 1 students were located in districts for which poverty information was not reported.

However, it is also interesting to look at the percent of Chapter 1 students served in districts with varying proportions of free or reduced price lunch students, and at the differences in the ratio of Chapter 1 students to free and reduced price lunch students. (See Table 5.) Nationwide, about 12 percent of all public school students are served in Chapter 1. As one would expect, the poorest districts provide Chapter 1 to a larger proportion of their students than do the least poor districts—about 31 percent of students are served in the poorest districts, and about 5 percent in the least poor districts. The ratio of Chapter 1 to special lunch students, however, looks puzzling. While one would not expect to see all special lunch students served in Chapter 1—student selection is based on academic need, not poverty—there is a relationship between poverty and achievement, so that all else being equal, we might expect to see somewhat similar ratios of Chapter 1 students to special lunch students in the various types of districts. This is not the case. In the poorest districts, the ratio of Chapter 1 and special lunch students is .36 (i.e., if we decided to provide Chapter 1 services to only special lunch students, we could serve 36 percent of them), but in the least poor districts, it is .87 (i.e., if we decided to provide Chapter 1 services to only special lunch students, 87 percent of them could be served).

Table 5
Chapter 1 Students as a Percent of All Students and Special Lunch Students

Poverty Index	Fall 1987 Enrollment	Free or Reduced Price Lunch Students		Chapter 1 Students	Percent of Students Served in Chapter 1	Ratio of Chapter 1 to Special Lunch Students
		Number	Percent			
76 to 100%	1,134,182	951,579	84%	347,139	31%	36%
51 to 75%	6,315,920	3,921,505	62%	1,488,712	24%	38%
26 to 50%	13,410,435	4,841,178	36%	1,764,666	13%	36%
11 to 25%	11,850,983	2,127,917	18%	938,186	8%	44%
10% or less	7,451,873	402,817	5%	392,104	5%	87%
Total	40,163,393	12,244,996	30%	4,930,806	12%	40%

How Many Schools Enroll Students Served in Chapter 1 Programs?

A majority of public schools provide Chapter 1 services. (See Table 6.) I found that:

- 60 percent of all public schools enroll students served in the Chapter 1 program,
- an additional 29 percent do not have Chapter 1 programs but do provide non-Chapter 1 remedial reading and mathematics programs, and
- only 11 percent offer no Chapter 1 or other remedial instruction.

The schools which serve Chapter 1 students may also provide non-Chapter 1 remedial services; information on the percent which do so is not available.

A much smaller percentage of non-public schools have students enrolled in Chapter 1 programs, as one would expect, because these schools are less likely to enroll very needy children. Only

- 42 percent of Roman Catholic schools,
- 6 percent of other religious schools, and
- 13 percent of secular schools

enroll students who are served by Chapter 1 programs. However, many of these schools serve students in non-Chapter 1 remedial programs: 38 percent of Roman Catholic schools 42 percent of other religious schools, and 44 percent of the secular non-public schools provide such services. Only 20 percent of Catholic schools do not have students served by either Chapter 1 or a non-Chapter 1 remedial reading or mathematics program.

Public Schools

The focus of the Chapter 1 program has traditionally been on the elementary grades, and I found as expected that a much higher proportion of public schools with elementary grades had Chapter 1 programs (Table 7). Nationwide:

- 71 percent of elementary schools,
- 49 percent of middle and junior high schools, and
- 30 percent of senior high schools

serve students in Chapter 1.

The schools which contained both elementary and secondary grade levels were about as likely to have Chapter 1 as the elementary schools.

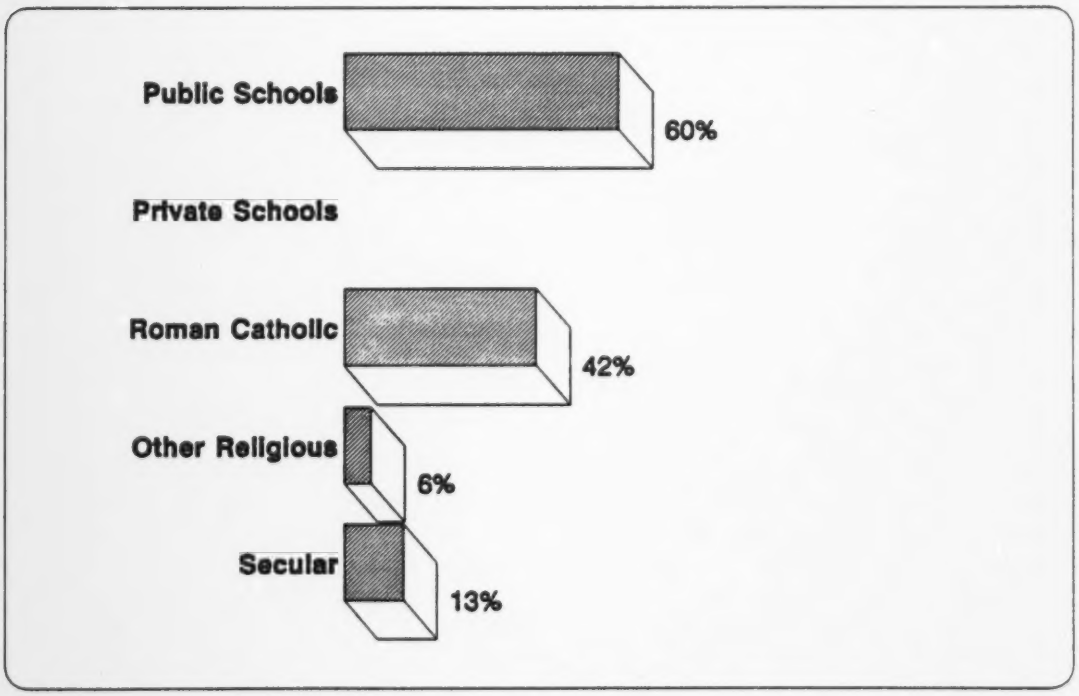
Schools without Chapter 1 programs often offer some type of compensatory reading or mathematics program, with 20 percent of the elementary schools, 42 percent of the middle and junior high schools, and 53 percent of the secondary schools offering such programs. Districts may be focusing

Table 6
Number of Schools with Students Served by Chapter 1, by Type of School

Type of School	Chapter 1		Other Remedial		No Chapter 1 or Other Remedial		Total
	N	%	N	%	N	%	
Public	*46,913*	*60%*	*22,666*	*29%*	*8,983*	*11%*	*78,561*
Non-Public							
Roman Catholic	3,981	42%	3,663	38%	1,882	20%	9,527
Other Religious	772	6%	5,052	42%	6,309	52%	12,132
Secular	661	13%	2,254	44%	2,233	43%	5,148
Total Non-Public	*5,414*	*20%*	*10,969*	*41%*	*10,424*	*39%*	*26,807*
Total Schools	52,327	50%	33,635	32%	19,406	18%	105,367

NOTES: (1) "Other remedial" includes only organized compensatory reading and mathematics programs. (2) The figures in this table are weighted population estimates based on a sample of schools. The details do not always add to the totals because of rounding. (3) The standard errors for the non-public school figures are large. See Table A-7 for details.

Figure 3
Percent of Public and Private Schools with Chapter 1 Programs



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the Chapter 1 funds at the elementary level, and serving the older students with other remedial programs.

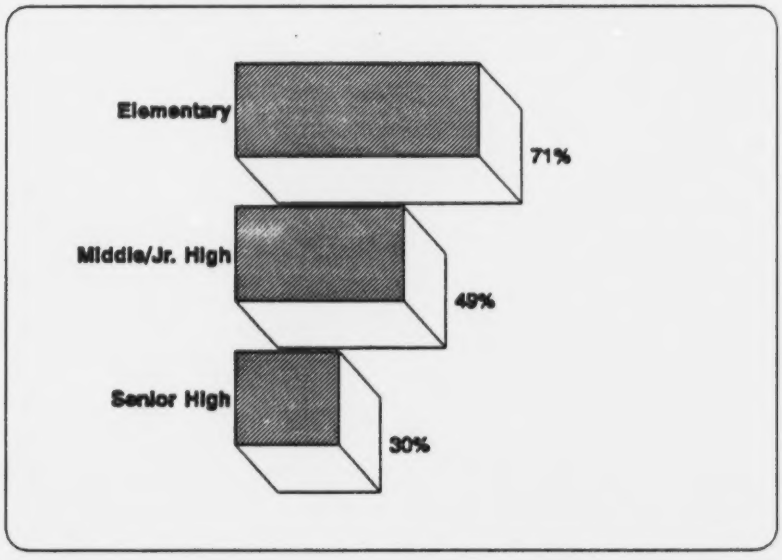
Only 9 percent of the elementary and middle/junior high schools have no Chapter 1 or other remedial programs; high schools are somewhat less likely to offer either Chapter 1 or remedial reading and mathematics.

Table 7
Number of Public Schools with Students Served by Chapter 1 and Other Remedial Programs, by School Level

Type of School	Chapter 1		Other Remedial		No Chapter 1 or Other Remedial		Total
	N	%	N	%	N	%	
Elementary	32,809	71%	9,074	20%	4,390	9%	46,272
Middle/Jr High	5,780	49%	4,956	42%	1,107	9%	11,843
Secondary	4,096	30%	7,200	53%	2,355	17%	13,651
Combined El/Sec	2,536	72%	611	17%	386	11%	3,532
Other	1,692	52%	825	25%	745	23%	3,263
Total Schools	46,913	60%	22,666	29%	8,983	11%	78,561

NOTES: (1) "Other remedial" includes only organized compensatory reading and mathematics programs. (2) The figures in this table are weighted population estimates based on a sample of schools. The details do not always add to the totals because of rounding. (3) The standard errors for the "other" schools are large (Table A-9).

Figure 4
Percent of Public Schools with Chapter 1, by School Level



Participation by School Poverty Level

How many of the nation's schools have high concentrations of poor children? And does Chapter 1 participation vary by school poverty level?

A substantial percentage of the nation's schools contain high proportions of children from poor families. I found that in over 20 percent of the nation's public schools, *at least half* of the students are eligible for free or reduced price lunch (Table 8). Only 5 percent of private schools reported that this large a percentage of their students were eligible for free or reduced price lunch. Approximately 8 percent of all public school have *at least 75 percent* of their students eligible for special lunch. This means that in nearly 1 in 10 public schools, a substantial majority of the students are eligible for special lunch.

The percentage of public school students reported as eligible for free or reduced price lunch varies with the level of the school: senior high schools are much less likely to report high concentrations of special lunch students than are elementary schools. For example, 25 percent of elementary schools, but only 11 percent of senior high schools, report that at least half of the students are eligible for free or reduced price lunch (Table 9). There are a variety of possible reasons for this, but one reason may be that students in the higher grades are less likely to want to identify themselves as being poor enough to qualify for free or reduced price lunch. If this is the case, senior high schools may actually have higher concentrations of poor children than they appear to have.

Table 8
Number and Percent of Schools by Percent of Students Identified as Eligible for Free or Reduced Price Lunch

Percent of Students Eligible for Free or Reduced Price Lunch	Percent of Schools	
	Public	Private
76 to 100%	8%	3%
51 to 75 %	14%	2%
26 to 50%	29%	4%
11 to 25%	26%	8%
10% or less	22%	82%
Total	99%	99%

NOTE: Student lunch data were not available for all schools but the percentages are based on total numbers of schools. Therefore, the percents may not total to 100.

Table 9
Number and Percent of Public Schools by Percent of Students Identified as Eligible for Free or Reduced Price Lunch and School Level

Percent of Students Eligible for Free or Reduced Price Lunch	Percent of Schools		
	Elementary	Middle/ Junior High	Senior High
76 to 100%	10%	5%	4%
51 to 75 %	15%	13%	7%
26 to 50%	31%	30%	21%
11 to 25%	24%	30%	31%
10% or less	19%	21%	37%
Total	99%	99%	100%

NOTE: Student lunch data were not available for all schools but the percentages are based on total numbers of schools. Therefore, the percents may not total to 100.

The percentage of schools with Chapter 1 does vary with the percentage of students who are eligible for free or reduced price lunch (Table 10), but while public schools with high concentrations of poor children are more likely to have Chapter 1 programs than are schools with small percentages of poor students, a large proportion of the non-needy schools serve students in Chapter 1 programs. About a third of the least poor schools (37 percent) have Chapter 1 programs, compared to over three–quarters (78 percent) of the poorest schools.

Because of the relationship between school level and poverty, I also looked at the percentage of schools with Chapter 1 for elementary, middle/junior high, and senior high schools by poverty level (Table 11). I found that:

- Approximately 45 percent of the least needy elementary schools and
- 25 percent of the least needy senior high schools serve students in Chapter 1.

These "least needy" schools are those in which no more than 1 in every 10 students is eligible for free or reduced price lunch. While these schools may (or may not) have large numbers of poor children, they are not schools with "high concentrations" of such children.

Table 10
Number and Percent of Public Schools with Chapter 1, by Percent of Students Identified as Eligible for Free or Reduced Price Lunch

Percent of Students Eligible for Free / Reduced Price Lunch	Number of Schools		Percent of Schools with Chapter 1
	Chapter 1	Total	
Over 50%	13,522	17,232	78%
26 to 50%	15,627	22,945	68%
11 to 25%	10,874	20,426	53%
10% or less	6,534	17,498	37%

NOTE: Student lunch data were not available for all schools but the percentages are based on total numbers of schools. Therefore, the percents may not total to 100.

While these schools are being served, other, needier schools are not:

- Approximately 14 percent of the neediest elementary schools (those with over 50 percent of their students eligible for subsidized lunch programs), and
- 57 percent of the neediest senior high schools do not have Chapter 1 programs.

There were too few of the neediest middle/junior high schools in the sample to provide a reliable estimate.

Many of these schools provide non-Chapter 1 remedial services—only 4 percent of the neediest elementary schools, 9 percent of the neediest middle and junior high schools and 15 percent of the neediest secondary schools do not have either Chapter 1 or other remedial services. Given the standard errors for these figures, the actual percentage of schools with no programs may be lower.

It is possible, however, that there are some high poverty schools that do not receive Chapter 1 because they are located in school districts too small to receive Chapter 1. Others could be the least needy schools in exceptionally poor school districts, or be located in districts which target different grade levels (e.g., a high school in a district which focuses on early elementary programs.) Or, these may be schools which provide Chapter 1 services in areas other than reading and mathematics, and which provide similar services funded by other sources to the unserved schools. (The law allows a district to skip over a Chapter 1 eligible attendance area and provide funds to a less needy area if the low-income children in the skipped area are receiving non-Federal assistance of the "same nature and scope as would be provided under Chapter 1" (*Policy Manual*, page 55).)

I did investigate the extent to which the schools which did not have Chapter 1 were located in the poorest school districts. (See Table 12.) Most of the unserved schools were schools with relatively low poverty rates in districts with relatively low poverty rates: 29 percent were schools with 10 percent or less of their students eligible for free or reduced price lunch which were located in districts where 25 percent or less of the students were eligible for special lunch. Only 5 percent of the unserved schools were high poverty schools in high poverty districts.

Table 13 also provides information on unserved schools, but looks at the distribution of schools within districts by each school poverty category. This table shows that nearly half (45 percent) of the unserved high poverty schools (those with 50 percent or more of the students eligible for special lunch) are in high poverty districts. These figures should be interpreted with caution, however, because they are based on small samples.

Table 11
Number and Percent of Public Schools With Chapter 1, by Percent of Children in the School Eligible for Free and Reduced Price Lunch

Elementary Schools

Povety Index	Chapter 1	Other Remedial	None
Over 50%	86%	10%	4%
26 - 50%	79%	14%	8%
11 - 25%	65%	25%	10%
10% or less	45%	36%	19%

Middle/Junior High Schools

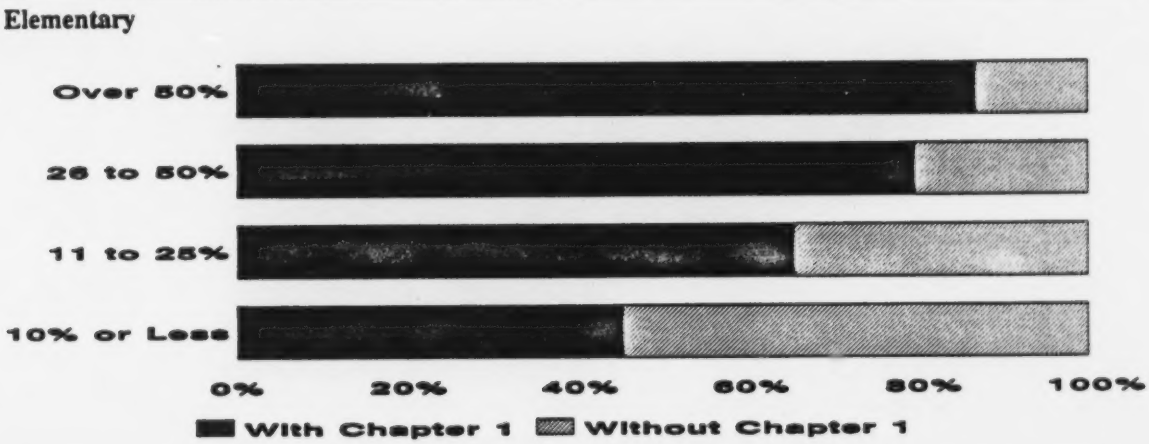
Poverty Index	Chapter 1	Other Remedial	None
Over 50%	Too few to report		
26 - 50%	55%	36%	9%
11 - 25%	41%	49%	10%
10% or less	Too few to report		

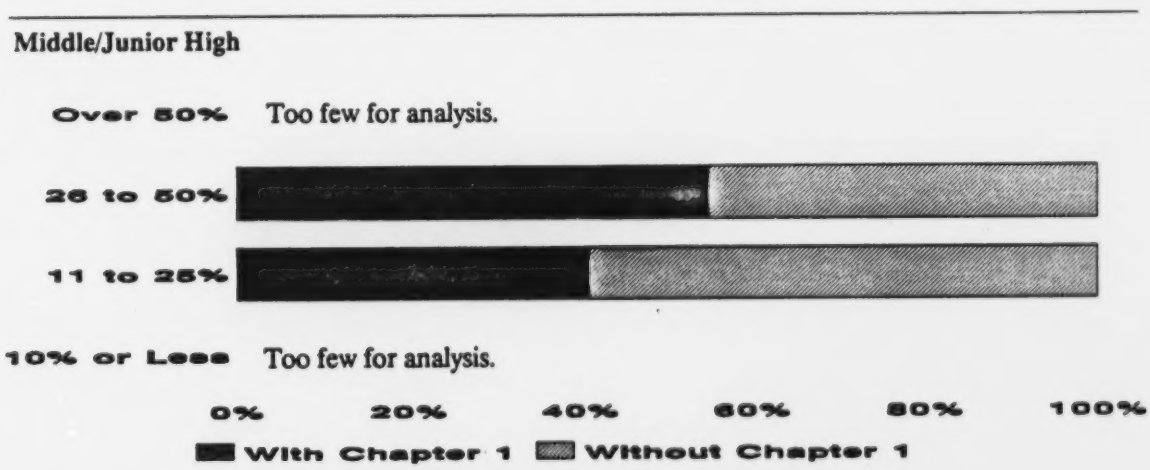
Senior High Schools

Poverty Index	Chapter 1	Other Remedial	None
Over 50%	43%	42%	15%
26 - 50%	32%	49%	19%
11 - 25%	30%	52%	18%
10% or less	25%	60%	15%

NOTES: (1) Poverty data were not available for 296 elementary schools, 51 middle/junior high schools, and 60 senior high schools (weighted estimates). (2) The figures in this table are weighted population estimates based on a sample of schools. (3) The standard errors for middle/junior high schools and for high poverty senior high schools are large. See Table A-13 for details.

Figure 5
Percent of Public Schools with Chapter 1 Programs, by Percent of Students in the School Eligible for Special Lunch Programs





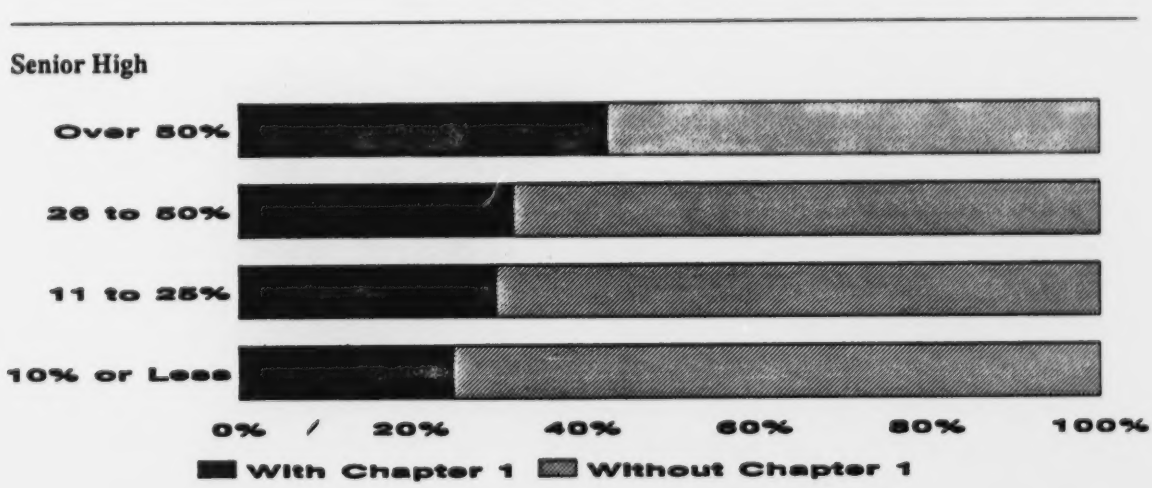


Table 12
Percent of Public Schools Which Do Not Have Chapter 1, by Poverty Level of the School and District

Percent of Students Eligible for Free or Reduced Price Lunch

Percent in School	Percent in District		
	25% or less	26 – 50%	Over 50%
10% or less	29%	5%	1%
11 to 25%	18%	11%	2%
26 to 50%	6%	13%	5%
Over 50%	2%	5%	5%

The percentages in this table total to 100.

NOTE: School and district student lunch data were not available for 479 of the 3,667 non–Chapter 1 public schools in the sample.

Table 13
Percent of Public Schools Which Do Not Have Chapter 1, by Poverty Level of the School and District

Percent of Students Eligible for Free or Reduced Price Lunch

Percent in School	Percent in District			
	25% or less	26 –50%	Over 50%	
10% or less	84%	13%	3%	100%
11 to 25%	58%	36%	6%	100%
26 to 50%	25%	55%	20%	100%
Over 50%	16%	39%	45%	100%

NOTES: (1) School and district student lunch data were not available for 479 of the 3,667 non–Chapter 1 public schools in the sample. (2) Standard errors are large for the high poverty schools. (See Table A–17 for details.)

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Conclusions

In general, Chapter 1 appears to be doing a good job of channeling services to those schools with the greatest need. However, while most of the neediest schools receive Chapter 1, others do not, particularly high schools. It is clear, however, that most of the neediest elementary and middle/junior high schools do provide Chapter 1 services—over 85 percent of the neediest elementary schools and nearly 70 percent of the neediest middle/junior high schools serve students in Chapter 1, and additional schools provide non–Chapter 1 remedial services. At the high school level, only 43 percent of the neediest schools provide Chapter 1 services, but an additional 42 percent provide non–Chapter 1 remedial reading or math.

References

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U. S. Department of Education, *Chapter 1 Program in Local Educational Agencies; Final Regulations*, 34 CFR Part 75 et al., *Federal Register*, May 19, 1989.

U. S. Department of Education, Office of Elementary and Secondary Education, *Chapter 1 Policy Manual*, April 1990.

Appendix

Additional Data,

Unweighted Numbers of Respondents

and

Standard Errors for Population Estimates

Table A-1
Unweighted Sample Sizes
(Actual Number of Cases Prior to Weighting)

Number of Students Enrolled in the District	Total Number
50,000 & Over	58
10,000 - 49,999	488
2,500 - 9,999	1,702
1,000 - 2,499	1,252
300 - 999	894
1 - 299	426

Of the 4,826 districts in the sample, 166 did not have Chapter 1.

Table A-2
Standard Errors for Population Estimates of the
Percent of Districts with Chapter 1

Number of Students Enrolled in the District	Standard Error	Estimate	95% Confidence Interval	
			Lower	Upper
50,000 & Over	—	100	100	100
10,000 - 49,999	0.02	98.91	98.88	98.95
2,500 - 9,999	0.30	98.67	98.09	99.25
1,000 - 2,499	0.50	97.33	96.35	98.31
300 - 999	0.85	94.50	92.83	96.16
1 - 299	2.2	83.23	78.91	87.56
Total	0.59	93.07	91.93	94.22

Table A-3
Unweighted Sample Sizes
(Actual Number of Cases Prior to Weighting)

District Poverty Index	Total
Over 75%	175
51 - 75%	445
26 - 50%	1,626
11 - 25%	1,561
10% or Less	999

Table A-4
Standard Errors for Population Estimates of the Percent of Districts with Chapter 1

Percent of Students Eligible for Free/Reduced Price Lunch	Standard Error	Estimate	95% Confidence Interval	
			Lower	Upper
Over 75%	0.06	99.70	99.59	99.82
51 - 75%	0.97	98.68	96.77	100.59
26 - 50%	0.90	96.11	94.35	97.88
11 - 25%	1.40	94.14	91.40	96.88
10% or Less	1.75	84.60	81.17	88.03
Total	0.58	93.45	92.31	94.58

NOTE: 22 observations had missing values and are not included.

Table A-5
Standard Error Associated with the
Estimated Number of Chapter 1 Students (District Data)

Percent of Students Eligible for Free/Reduced Price Lunch	Standard Error	Estimate	95% Confidence Interval	
			Lower	Upper
Over 75%	20,705	347,139	306,557	387,720
51 - 75%	26,248	1,488,712	1,437,268	1,540,157
26 - 50%	29,198	1,764,666	1,707,438	1,821,894
11 - 25%	21,750	938,186	895,556	980,815
10% or Less	11,638	392,104	369,293	414,915
Missing	7,840	23,613	8,246	38,980
Total	42,543	4,954,419	4,871,036	5,037,802

Table A-6
Unweighted Numbers of Schools
(i.e., sample size prior to weighting)

Type of School	Chapter 1	Other Remedial	No Ch. 1 or Other Remedial	Total
Public	4,659	2,708	959	8,326
Nonpublic				
Roman Catholic	304	286	144	734
Other Religious	110	525	554	1,189
Secular	65	251	220	536
Total Schools	5,138	3,770	1,877	10,785

Table A-7
Standard Errors for Population Estimates of Percents of Schools with Chapter 1

Type of School	Chapter 1	Other Remedial	No Chapter 1 or Other Remedial
Public	0.46	0.51	0.31
Roman Catholic	1.67	1.93	1.71
Other Religious	0.94	2.91	3.25
Secular	2.51	3.51	3.45
Total	0.58	0.52	0.58

Table A-8
Unweighted Numbers of Public Schools
(Actual Number of Cases Prior to Weighting)

Type of School	Chapter 1	Other Remedial	No Ch. 1 or Other Remedial	Total
Elementary	2,766	781	343	3,890
Middle/Jr High	645	578	122	1,345
Secondary	626	1,139	333	2,098
Combined El/Sec	444	93	57	594
Other	178	117	104	399
Total Schools	4,659	2,708	959	8,326

Table A-9
Standard Errors for Population Estimates of Percents of Public Schools with Chapter 1

Type of School	Chapter 1	Other Remedial	No Chapter 1 or Other Remedial
Elementary	0.67	0.68	0.36
Middle/Jr High	1.26	1.27	0.91
Secondary	0.95	1.01	0.79
Combined El/Sec	1.99	1.59	1.31
Other	3.21	2.77	2.22
Total Schools	0.46	0.51	0.31

Table A-10
Standard Errors for the Percent of Schools by Percent of Students Identified as Eligible for Free or Reduced Price Lunch

Percent of Students Eligible for Free or Reduced Price Lunch	Percent of Schools	
	Public	Private
10% or less	0.35	0.90
11 to 25%	0.46	0.55
26 to 50%	0.60	0.48
51 to 75 %	0.50	0.30
76 to 100%	0.32	0.43

Table A-11
Standard Errors for the Percent of Public Schools by Percent of Students Identified as Eligible for Free or Reduced Price Lunch and School Level

Percent of Students Eligible for Free or Reduced Price Lunch	Percent of Schools		
	Elementary	Middle/ Junior High	Senior High
10% or less	0.49	1.34	0.95
11 to 25%	0.69	1.28	1.02
26 to 50%	0.87	1.40	0.86
51 to 75 %	0.78	1.15	0.59
76 to 100%	0.43	0.72	0.38

Table A-12
Numbers of Public Schools with Chapter 1, Other Remedial or No Remedial Program (Unweighted Sample Sizes)

Elementary Schools

Povety Index	Chapter 1	Other Remedial	None	Total
Over 50%	831	93	30	954
26 - 50%	994	168	82	1,244
11 - 25%	604	236	98	938
10% or Less	319	282	133	734

Middle/Junior High Schools

Poverty Index	Chapter 1	Other Remedial	None	Total
Over 50%	Too few cases for analysis.			242
26 - 50%	215	149	36	400
11 - 25%	164	205	39	408
10% or Less	Too few cases for analysis			290

Senior High Schools

Poverty Index	Chapter 1	Other Remedial	None	Total
Over 50%	96	76	35	207
26 - 50%	130	211	73	414
11 - 25%	185	348	109	642
10% of Less	212	499	116	827

Table A-13

Standard Errors Associated with Population Estimates of Public Schools (i.e., s.e. associated with each estimated percent of schools)

Elementary Schools

Povety Index	Chapter 1	Other Remedial	None
Over 50%	1.56	1.20	0.99
26 - 50%	1.05	1.09	0.78
11 - 25%	1.49	1.34	1.08
10% of Less	1.97	2.03	1.33

Middle/Junior High Schools

Poverty Index	Chapter 1	Other Remedial	None
Over 50%	Too few cases for analysis.		
26 - 50%	2.74	2.36	1.40
11 - 25%	2.14	2.32	1.53
10% of Less	Too few cases for analysis.		

Senior High Schools

Poverty Index	Chapter 1	Other Remedial	None
Over 50%	3.39	4.18	3.78
26 - 50%	2.43	2.59	2.02
11 - 25%	1.34	1.87	1.68
10% of Less	1.30	1.57	1.17

Table A14
Unweighted Numbers of Public Schools Which Do Not Have Chapter 1, by Poverty Level of the School and District

Percent of Students Eligible for Free or Reduced Price Lunch			
Percent in School	Percent in District		
	25% or less	26 to 50%	Over 50%
10% or less	944	177	36
11 to 25%	572	356	49
26 to 50%	199	396	133
Over 50%	53	140	152

NOTE: School and district student lunch data were not available for 479 of the 3,667 non–Chapter 1 public schools in the sample.

Table A–15
Weighted Numbers of Public Schools Which Do Not Have Chapter 1, by Poverty Level of the School and District

Percent of Students Eligible for Free or Reduced Price Lunch			
Percent in School	Percent in District		
	25% or less	26 to 50%	Over 50%
10% or less	7,981	1,276	251
11 to 25%	4,871	2,969	496
26 to 50%	1,621	3,538	1,306
Over 50%	506	1,282	1,459

NOTE: School and district student lunch data were not available for 479 of the 3,667 non–Chapter 1 public schools in the sample.

Table A–16
Standard Errors for the Percent of Public Schools Which Do Not Have Chapter 1, by Poverty Level of the School and District

Percent of Students Eligible for Free or Reduced Price Lunch			
Percent in School	Percent in District		
	25% or less	26 to 50%	Over 50%
10% or less	0.87	0.36	0.17
11 to 25%	0.74	0.62	0.24
26 to 50%	0.42	0.61	0.46
Over 50%	0.36	0.40	0.49

NOTE: School and district student lunch data were not available for 479 of the 3,667 non–Chapter 1 public schools in the sample.

Table A –17
Standard Errors for the Percent of Public Schools Which Do Not Have Chapter 1, by Poverty Level of the School and District (Row Percents)

Percent of Students Eligible for Free or Reduced Price Lunch			
Percent in School	Percent in District		
	25% or less	26 to 50%	Over 50%
10% or less	0.48	1.05	1.21
11 to 25%	0.82	1.88	1.86
26 to 50%	1.65	2.08	1.79
Over 50%	2.63	2.97	2.94

NOTE: School and district student lunch data were not available for 479 of the 3,667 non–Chapter 1 public schools in the sample.

Table A–18
UnweighteNumber of Public Schools with Chapter 1, by Percent of Students Identified as Eligible for Free or Reduced Price Lunch and Standard Error for Percent of Schools with Chapter 1

Percent of Students Eligible for Free / Reduced Price Lunch	Number of Schools		Standard Error for Percent with Chapter 1
	Chapter 1	Total	
Over 50%	1,277	1,675	1.28
26 to 50%	1,564	2,388	0.90
11 to 25%	1,093	2,203	1.02
10% or less	699	2,019	1.23